97-84150-12

U.S. War Manpower Commission

The national apprenticeship program

Washington

[1943]

97-84150-12
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BIBLIOGRAPHIC MICROFORM TARGET

ORIGINAL MATERIAL AS FILMED - EXISTING BIBLIOGRAPHIC RECORD

Business

U. S. War manpower commission. Bureau of training.
The national apprenticeship program. Washington [U. S. Govt. print. off., 1943]
cover-title, 8 p.

1. Apprentices - U. S. I. Title.

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TECHNICAL MICROFORM DATA

FILM SIZE: 35mm REDUCTION RATIO: 11:1 IMAGE PLACEMENT: IA (IIA) IB IIB

DATE FILMED: 8/4/97 INITIALS: TLM

TRACKING # : 26159

FILMED BY PRESERVATION RESOURCES, BETHLEHEM, PA.

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THE NATIONAL APPRENTICESHIP PROGRAM

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WAR MANPOWER COMMISSION
APPRENTICE-TRAINING SERVICE
Washington, D. C.

FOREWORD

This bulletin was prepared to give a brief nontechnical explanation of the national apprenticeship program. It is intended to provide answers to most of the inquiries received by the Apprentice-Training Service from teachers, men and women in vocational guidance work, employment offices, local groups of employers and employees and young people interested in learning a trade.

Where it is desired to secure information regarding technical problems, or matters affecting particular trades, or assistance in setting up a training program, inquiries should be addressed to our Washington office or to one of our regional offices listed on the inside back cover.

WILLIAM F. PATTERSON, *Director,*
Apprentice-Training Service.

The National Apprenticeship Program

ORIGIN OF THE APPRENTICE TRAINING SERVICE

In some of its own plants and shops, such as Navy yards, arsenals, and printing and engraving establishments, the Federal Government has been training apprentices for many years. However, in 1937, Congress decided that the training of all-round skilled workers is a matter of concern to all of the people, therefore it passed an act authorizing the Secretary of Labor to set up standards to guide industry in employing and training apprentices; to bring management and labor together to work out plans for the training of apprentices; to appoint such national committees as needed; and to promote general acceptance of the standards and procedures agreed upon.

To carry out this function, the Apprentice-Training Service[1] was established and a committee made up of representatives of management, labor, and interested Government agencies, known as the Federal Committee on Apprenticeship,[2] was appointed to develop standards and policies.

APPRENTICESHIP POLICY

Programs for the employment and training of apprentices should be jointly developed and mutually satisfactory to the employers and to the employees. That, in brief, is a basic policy of the Apprentice-Training Service. Since apprentices are employed in a wide variety and constantly growing number of trades,[3] the standards recommended by the Federal Committee on Apprenticeship are general in scope, leaving to the employers and employees in the different trades the responsibility for working out details. The following are the standards which guide the staff of the Apprentice-Training Service in assisting industry to set up systems for the training of apprentices:

DEFINITION OF APPRENTICE

The term "apprentice" shall mean a person at least 16 years of age who is covered by a written agreement registered with a State Apprenticeship Council. (Where no such Council exists registration is with the Federal Committee on Apprenticeship) providing for not less than 4,000 hours of reasonably continuous employment for such person, and for his participation in an approved schedule of work experience through employment, which should be supplemented by 144 hours per year of related classroom instruction.

[1] Originally set up as a unit of the Division of Labor Standards, U. S. Department of Labor, transferred April 18, 1942, by Executive Order No. 9193 to the Federal Security Agency, and on September 17, 1942, transferred by Executive Order No. 9247 to the War Manpower Commission.
[2] Membership of the Federal Committee listed on page 7.
[3] List of trades in which apprentices are known to be employed on page 6.

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BASIC STANDARDS

1. An apprenticeable occupation is considered one which requires 4,000 or more hours to learn.
2. A schedule of the work processes to be learned on the job.
3. A progressively increasing scale of wages for the apprentice that should average approximately 50 percent of the journeymen's rate over the period of apprenticeship.
4. Provision for related classroom instruction (144 hours per year of such instruction is normally considered necessary).
5. The terms and conditions of the employment and training of each apprentice to be stated in a written agreement and registered with the State Apprenticeship Council.
6. Review of local apprenticeship by a State Apprenticeship Council.
7. Apprenticeship should be jointly established by the employer and the employees.
8. Adequate supervision and the keeping of records should be required for all apprenticeship programs.

STATE APPRENTICESHIP COUNCILS

To conform to accepted relationships between the Federal Government and the States as well as to secure the cooperation of interested State agencies and State associations of employers and employees, State Departments of Labor were requested to establish Apprenticeship Councils.[4]

These State Councils are made up of an equal number of representatives of employers and employees and usually a representative of the State Board for Vocational Education and a representative of the State Department of Labor.

Using the apprenticeship standards recommended by the Federal Committee on Apprenticeship as a guide, the State Councils set up their own standards and procedures which industry will be asked to follow in employing and training apprentices.

After a State Council has been appointed and has prepared its standards and procedures it becomes a part of the national apprenticeship system by securing recognition from the Apprentice-Training Service.

NATIONAL TRADE JOINT COMMITTEES

A number of national employer associations and trade unions have appointed apprenticeship committees to meet as joint management-labor committees to develop national trade apprenticeship standards and to encourage local employer and labor affiliates to set up training programs for apprentices to conform to the national standards agreed upon. As joint committees they follow up the national programs, analyze results and work out suggestions and methods for the improvement of training in their industries.

These national joint trade committees are appointed by their own industries. However, they tie in very closely on a voluntary basis with the Apprentice-Training Service. The latter provides continuing service to them in the form of statistical reports, copies of new local trade training programs, names of persons appointed by local groups to serve on joint committees and special reports or analyses of trade training

[4] A list of recognized State Apprenticeship Councils is given on page 7.

problems when requested. On the other hand, these committees furnish the Apprentice-Training Service advice on the handling of special problems relating to or affecting training in their respective industries.

LOCAL JOINT TRADE APPRENTICESHIP COMMITTEES

Since the actual employment and training of apprentices takes place in local communities, it is apparent that all of the work of national and State apprenticeship groups is directed toward securing interest and action on the part of local employers and employees.

In those trades where both employers and employees maintain local organizations the objective is to secure the appointment of a local joint apprenticeship committee for the particular trade. This committee is given the responsibility by the appointing organizations to develop standards to govern the employment and training of all apprentices in the trade by all employers in the group and by other employers who may not be members of the employers' organization but who are willing to subscribe to the written apprentice training system.

Included in the written program, besides the standards of employment and training, are procedures for the supervision and examination of the apprentices.

The employment standards establish qualifications for employment such as the amount of required education, aptitude, age limitations, wages, hours of work, and any other particulars which concern the apprentice as a worker. The training standards establish the term of apprenticeship, the schedule of job processes in which the apprentice is to be provided practical work experience through his employment, and the amount of time the apprentice will be required to attend classes to receive instruction in subjects related to his trade.

Responsibility for providing the related trade instruction rests in the local and State vocational schools. The joint apprenticeship committee usually is appointed by the school to act in an advisory capacity to it in developing the program of classroom instruction to be given the apprentices and to provide such continuing advisory service as is needed to assure a well rounded training program.

The procedures prescribe the manner in which written apprenticeship agreements are executed and registered with the State Apprenticeship Council; they outline the way in which apprentices will be supervised at work and at school and such other operating particulars as agreed upon by the employers and employees.

In the final apprenticeship system the continuing responsibility of the joint committee will be defined. Usually in the building trades the employer and employee groups give the joint committee a continuing operating responsibility. In the manufacturing industries the joint committee is given a continuing adviosry responsibility; it exercises a review function rather than a direct supervisory function.

PLANT JOINT COMMITTEES

Where it is more practical the employer and his employees, if the latter have an organization, are encouraged to set up a plant joint committee to prepare in writing an apprenticeship system to define the conditions of employment and training for apprentices in the plant. Both types of committees usually make provision, especially where apprentices are

employed in plants, for a full or part time supervisor of apprentices and describe his functions in relation to those of the Committee.

NO LOCAL JOINT COMMITTEE

Where employees in a plant do not have an organization or where the existing employee organization is not particularly concerned with the training of skilled workers, the employer establishes his own apprenticeship system and registers it with his State Council.

Since the State Council is made up of equal employer and labor representation and has agreed upon basic standards for the training of apprentices, its review and registration of the employers apprenticeship system is construed as meeting the basic policy of the national apprenticeship system.

REGISTRATION OF APPRENTICESHIP AGREEMENTS

Local apprenticeship systems provide for the registration of individual agreements between apprentices and their employers with the State Apprenticeship Council. This registration serves to safeguard the interests of the apprentices in several respects and at the same time establishes a national inventory of the total number of apprentices in training by trade classifications and the approximate number of apprentices in each period of the term of apprenticeship.

The review and registration of the individual agreements makes a public record of the fact that the apprentice is being employed and trained in an occupation and under standards recognized by industry and public agencies as being adequate to produce a qualified all-round skilled worker; it provides a record against which the apprentice and future employers in later years can establish facts regarding the worker's training; it serves as a check against the hiring of an apprentice who is under contract to another employer or of the employment of a worker as an apprentice without adequate credit for his previous experience; and it provides the basis for the issuance by the State Council of Certificates of Completion of Apprenticeship.

PLACEMENT OF APPRENTICES

The local trade or plant written apprenticeship system specifies the way in which applicants will be selected and employed. Usually, there are more applicants for employment as apprentices than there are openings to be filled. First opportunities are in many instances offered the sons or daughters of workers in the particular industry providing they can meet the standards established for entrance into the trade as apprentices. Other apprentices are selected from the registers of the local office of the U. S. Employment Service. With respect to placement of applicants, close cooperation should be established between the local joint committee, the local vocational school and the local office of the U. S. Employment Service.

APPRENTICESHIP—FOR ADULTS AS WELL AS YOUTHS

While, by custom and tradition, apprentice training is associated with youth, it is actually a planned form of training having as the objective the development of all-round trade knowledge and skills.

Economic conditions as well as the employment needs of particular industries have a significant influence in determining the age groups from which apprentices will be drawn.

In times of economic depression, when employment opportunities are limited, there is a far greater number of candidates for apprenticeships than there are training jobs to fill. The tendency under these circumstances is to set high standards which must be met by the candidate before he is considered for training. Likewise, the average age for beginning apprentices tends to move up to 18 or 19. And because many workers who later become apprentices will have entered the trades as helpers or in some such capacity, the average age for apprentices in many programs may be well over 20. Under these conditions apprentice training becomes virtually a training program for adults rather than for youth, and industry is relieved of the responsibility of developing the man and can concentrate on the development of skills.

As economic conditions improve and it is no longer difficult for workers in any age group to secure employment at good wages, there arises the problem of securing capable candidates for apprenticeship. Under these conditions the pendulum of selection swings again to favor those in the younger age groups.

APPRENTICESHIP AT WAR

Like all other institutions in our national life, apprenticeship is being adapted to assist in winning victory and to prepare for beating our swords into plowshares.

In industries where it is essential to have all-round skilled workers to produce, service or maintain material or services necessary to the war effort, joint apprenticeship committees and employers are advised and assisted to set up apprenticeship programs to train adults who are not likely to be called to military duty.

In industries which are not in immediate need of the services of all-round skilled workers, joint committees and employers are being advised and assisted to set up apprenticeship programs for youths of 16 and 17 years of age.

APPRENTICEABLE TRADES

A list of apprenticeable trades appears on the next page. It is based upon earlier lists published by the Apprentice-Training Service, the U. S. Employment Service, and the Civil Service Commission. It is, however, neither comprehensive nor final.

Care should be exercised in using this list, because apprenticeability is determined not by the name given to the occupation, but by the schedule of work processes which is learned in that occupation. Trades are listed on the assumption that the work processes covered are adequate to develop all-round skilled workers.

The number of years' training recorded next to each trade name represents, so far as can be determined, the period of training customarily required. There are variations in views and practices with respect to the term of training. There is a growing tendency to broaden the schedule of training and to provide better supervision and instruction.

This list is tentative. Changes will be made as evidence is found to support additions or to warrant deletions.

Trade	Years
Anglesmith	4
Asbestos worker	4
Baker (hand)	2
Barber	2
Blacksmith	4
Boatbuilder (small wooden)	4
Boilermaker	4
Boilermaker, shiphuilding	4
Bookbinder	2 or 4
Brewmaster	2
Bricklayer	3
Cabinetmaker (wood)	4
Cable splicer, electrical	4
Carman	4
Carpenter	4
Caster-presses (pottery)	5
Cement finisher	2
Cigar maker (hand)	3
Clothes-designer	4
Compositor	5 or 6
Cook	2
Cooper	3
Coppersmith	4
Coremaker	4
Cosmetician	2
Dental mechanic	4
Diamond cutter (full cut)	3
Diamond cutter (single cut)	2
Die maker	4
Die sinker	7
Draftsman	4
Dressmaker	2
Drop-forger	4
Electrician:	
aircraft, including radio	4
automotive	4
building	4 or 5
linesman	4
Electrotyper	5
Engraver and sketchmaker	7
Fabric worker, aircraft	4
Florist, greenhouse	2
Furrier	3
Garment-cutter	3
Glass worker (certain skilled occupations)	4
Glazier	2
Granite polisher	3
Heat treater	2
Horseshoer	4
Instrument maker	4
Jeweler (certain skilled occupations)	4
Knitting machine-fixer	4
Lather, metal and wood	4
Leather-worker (certain skilled occupations)	2
Lens-grinder	3
Lithographer	4
Loom-fixer	4
Machinist	4
Marble polisher	4
Meat cutter	3
Mechanic:	
aircraft armament	4
aircraft instrument	4
aircraft engine	4
airline service	4
airplane service	4
automobile	4
instrument	4
oil burner and refrigation	4
truck—diesel and gas	4
Metal fitter, aircraft	2
Metal polisher	4
Millman	4
Millwright	4
Model maker:	
aircraft	4
wood	4
metal	4
Mold loftsman	4
Molder	4
Offset-press-man	4
Operating engineer	2 or 3
Ornamental iron worker (shop)	4
Painter and paperhanger	3
Painter and processor, aircraft	2
Paper maker	4
Patternmaker, metal	5
Patternmaker:	
wood	5
plaster or wax	5
other substances	5
Photoengraver	5
Photographer, commercial	3
Piano-repairman	4
Pipe-fitter	5
Plasterer	4
Plater (metal)	3
Plumber	5
Pottery-kilnman	3
Pottery presser and caster	5
Pressman	5
Pressman, embossing	5
Printer	5
Printer-wallpaper machine	4
Radio technician and serviceman	4
Roll turner	4
Sailmaker	4
Sheet metal worker	4
Shipfitter	4
Shipwright	4
Ship joiner	4
Siderographer	5
Stationary engineer	4
Steam fitter	5
Stone carver and engraver	4
Stone mason	3
Structural steel worker	2
Tailor (custom)	4
Tile setter	3
Tool and jig builder	4
Tool maker	4
Upholsterer (custom)	4
Watchmaker	4
Wire weaver	4
Woodworker, aircraft	4

STATE APPRENTICESHIP AGENCIES

Arkansas Apprenticeship Council,* Little Rock, Ark.
California Apprenticeship Council,* San Francisco, Calif.
Connecticut Apprenticeship Council Hartford, Conn.
Florida Apprenticeship Council, Tallahassee, Fla.
Iowa Apprenticeship Council, Des Moines, Iowa.
Kansas Apprenticeship Council, Topeka, Kans.
Kentucky Apprenticeship Council,* Covington, Ky.
Louisiana Apprenticeship Council,* Baton Rouge, La.
Massachusetts State Commission on Apprentice Training,* Boston, Mass.
Minnesota Apprenticeship Council,* St. Paul, Minn.
Montana Apprenticeship Council,* Helena, Mont.
Nevada Apprenticeship Council,* Carson City, Nev.
New Hampshire Apprenticeship Council, Manchester, N. H.
New Mexico Apprenticeship Council, Albuquerque, N. Mex.
New York State Apprenticeship Council,* New York, N. Y.
North Carolina Apprenticeship Council,* Raleigh, N. C.
Ohio Apprenticeship Council, Columbus, Ohio.
Oregon Apprenticeship Council,* Salem, Oreg.
Pennsylvania Apprenticeship Council, Harrisburg, Pa.
Rhode Island Apprenticeship Council,* Providence, R. I.
Vermont Apprenticeship Council, Montpelier, Vt.
Virginia Apprenticeship Council,* Richmond, Va.
Washington Apprenticeship Council,* Seattle, Wash.
Wisconsin Industrial Commission, Apprenticeship Division,* Madison, Wis.
Hawaii Apprenticeship Council,* Honolulu, Hawaii.

*State apprenticeship law enacted.

MEMBERSHIP OF THE FEDERAL COMMITTEE ON APPRENTICESHIP

WILLIAM L. BATT, President, S. K. F. Industries, Inc., Philadelphia, Pa. (On loan to War Production Board, Washington, D. C.)

C. R. DOOLEY, Manager of Industrial Relations, Socony-Vacuum Oil Co., 26 Broadway, New York, N. Y. (On loan to War Manpower Commission, Washington, D. C.)

CLARA M. BEYER, Assistant Director, Division of Labor Standards, U. S. Department of Labor, Washington, D. C.

CLINTON GOLDEN, Assistant to the President, Steel Workers Organizing Committee, Commonwealth Building, Pittsburgh, Pa.

JOHN P. FREY, President, Metal Trades Department, American Federation of Labor, Ninth Street & Vermont Place, Washington, D. C.

LAYTON S. HAWKINS, Chief, Trade and Industrial Education, U. S. Office of Education, Federal Security Agency, Washington, D. C.

Executive Secretary: WILLIAM F. PATTERSON, Director, Apprentice-Training Service, War Manpower Commission, Washington, D. C.

REGIONAL OFFICES

For information regarding the services of field representatives of the Apprentice-Training Service in the establishment of apprenticeship systems and other types of in-plant training programs, communicate with the nearest regional office listed below:

Region I (Maine, N. H., Vt., Mass., R. I., Conn.)	E. K. Jenkins, Supervisor Room 1140, Old South Bldg. Boston, Massachusetts
Region II (New York State)	Richard B. Brown, Supervisor Room 617, Old New York State Bldg. New York, New York
Region III (Pa., N. J., Del.)	Glenn H. Feller, Supervisor Room 1401–1403, Widener Bldg. Philadelphia, Pennsylvania
Region IV (Md., Va., W. Va., N. C., D. C.)	Arthur L. Schoenthal, Supervisor Room 401, 1025 Vermont Ave., NW. Washington, D. C.
Region V (Ohio, Mich., Ky.)	John E. Morley, Supervisor Room 660, Union Commerce Bldg. Cleveland, Ohio
Region VI (Ill., Ind., Wis.)	Cecil L. Utterback, Supervisor 222 W. Adams Street Chicago, Illinois
Region VII (S. C., Ga., Tenn., Miss., Fla., Ala.)	J. M. Parmelee, Supervisor 600 Grand Theatre Bldg. Atlanta, Georgia
Region VIII (N. Dak., S. Dak., Nebr., Iowa, Minn.)	John F. Barrett, Supervisor Room 500, Midland Bank Bldg. Minneapolis, Minnesota
Region IX (Mo., Kans., Ark., Okla.)	Taylor F. Custer, Supervisor Room 1600, Fidelity Bldg. Kansas City, Missouri
Region X (La., Tex., N. Mex.)	Travis J. Lewis, Supervisor 6th Floor, Mercantile Bank Bldg. Dallas, Texas
Region XI (Mont., Idaho, Utah, Wyo., Colo.)	Edw. E. Goshen, Supervisor Room 614 Insurance Exchange Bldg. Denver, Colorado
Region XII (Oreg., Wash., Ariz., Nev., Calif.)	Broncel R. Mathis, Supervisor Room 701, Western Furniture Exchange San Francisco, California

U. S. GOVERNMENT PRINTING OFFICE: 1943

Training Assistance
available through
Apprentice-Training Service

The services, briefly outlined below, are provided by field representatives of the Apprentice-Training Service to industries without cost to them:

1. *Training apprentices.*—Assistance is given in improving or inaugurating apprenticeship programs and providing suggestions on methods and techniques relating to the operation of such programs and on adapting apprenticeship to war production needs.

2. *Training advancing workers.*—Advisory assistance is provided regarding the training of advancing workers. These are workers being trained for skills of more limited scope than journeymen, but which require a fairly high degree of skill. The period of training for such workers is shorter than for apprentices but the problems of training are comparable.

3. *Labor relations affecting training.*—Assistance is provided in dealing with labor problems encountered with the operation of on-the-job training programs. Typical problems applying to training include: seniority rights, wages, number to be trained, hours of work, establishment of training schedules and break-down of operations, establishment of shifts, standards of selection, and supervision of trainees.

4. *Supplementary labor agreements.*—In plants where employees are organized, assistance is provided in preparing supplements to established bargaining agreements where the existing agreement is not sufficiently flexible for the war training and employment situation.

5. *General.*—In many instances assistance is also provided with regard to occupational deferments, employment requirements of Federal or State laws, and problems of production as they relate to training.

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